

The University of Chicago

PUBLIC LIBRARY SERVICE  
TO PUBLIC SCHOOL CHILDREN

ITS ADMINISTRATION IN LARGE  
AMERICAN CITIES

A PART OF A DISSERTATION SUBMITTED TO  
THE FACULTY OF THE GRADUATE LIBRARY  
SCHOOL IN CANDIDACY FOR THE DEGREE  
OF DOCTOR OF PHILOSOPHY

DECEMBER, 1942

By  
ESTHER L. STALLMANN

CHICAGO, ILLINOIS

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## CHAPTER IX

### GENERALIZATIONS AND RECOMMENDATIONS

The problem of this study, as stated in the introduction, is to determine, to describe, to analyze, and to compare the existing forms of administration of public library service to public school children in large American cities.

Administration was defined as organization, personnel, leadership, finance. It was stated that the treatment of objectives, functions, and service would be as full as seemed necessary to identify and describe units of organization and to explain present forms of administration.

The primary aim of the study has been to indicate clearly the patterns of administrative organization and service and not to determine which type of organization is best.

The facts presented have been detailed and on this account confusing. This final chapter, therefore, recapitulates the principal findings of the study in a series of generalizations and recommendations. The latter are based on observations of libraries and interpretations of the data by the investigator. It is possible that from the same data and observations another observer would advance different recommendations, for administration is not an exact science.

It should be recalled that both generalizations and recommendations concern public library service to public school children only in cities of over 200,000. They should be interpreted with this limitation in mind, and applications to situations in smaller cities should be made with discretion.

This chapter will discuss in turn: (1) over-all statistics of library service to public school children, (2) objectives, (3) trends in service, (4) organization, (5) personnel, and (6) questions for further study.

#### 1. Over-all Statistics of Library Service to Public School Children

The purpose of this section is to present a few compre-

hensive statistics in order to show the relative importance of service to children in terms of its ratio to total library service.

1. Complete statistics of total library services and expenditures for public school children are obtainable, in the great majority of cities, only by adding statistics of public library and school library services and expenditures.

For example, in Los Angeles the Board of Education is responsible for all library service given within the public schools. Here the Board of Education appropriated a total of \$157,589 for high school library books and apparatus for one year. Salaries totaling \$174,864 were paid the school librarians by the Board of Education. The school libraries reported a book stock of 417,107 volumes.

In Cleveland, on the other hand, the Public Library is responsible for library service given within the public schools. Here the Public Library spent a total of \$160,235 in one year on books and service to pupils in their school libraries. The circulation of books from school libraries--1,310,209 volumes, and a large part of the book stock within school libraries are included within the Public Library's statistics.

The dual system of library service in Los Angeles is accompanied not only by dual statistics of expenditure, but also by dual statistics of circulation and of book stock. Statistics from both the public schools and the public library should be added to show total statistics of service given in any city. Only from these total statistics is it fair to compare one city's library service to public school pupils with that of another city. It is difficult to obtain usable and accurate statistics of library service to public school children from public libraries, and even more difficult to obtain them from the schools. No attempt to present total statistics for any city is made in this study.

2. In all of the forty-two cities included in this investigation, service to public school children constitutes a major segment in the program of the library, but there are marked variations in the amount and types of service rendered and, consequently, in the relative cost of these services.

Public libraries spend from 21 to 44 per cent of their total book allotment for juvenile books. Actually they spend from \$.08 to \$.52 per child in the city population for juvenile books. Juvenile book stock constitutes from 12 to 38 per cent of



the total book stock of the public libraries. The number of juvenile books per child in the city population ranges from .28 to 3.75 volumes.

Juvenile registration constitutes from 17 to 44 per cent of the libraries' total registration. This variation is due, in part, to different rules for registering juvenile borrowers: maximum and minimum ages of juvenile registrants differ from city to city; some cities issue intermediate cards; and length of the registration period differs from city to city.

Juvenile circulation comprises from 23 to 52 per cent of the total circulation of the libraries. Circulation per child in the city population ranges from 2.17 to 23.43 volumes per year.<sup>1</sup> In one city over 50 per cent of the juvenile circulation from the public library is obtained on books circulated from the public schools.

## 2. Objectives

3. Few public libraries have formulated their objectives for service to children at all definitely.

Public library work with children must have been based on the supposition that the public library should serve the entire community regardless of age.

Objectives for public library work with children have paralleled rather closely the objectives for work with adults. The following objectives for work with children represent statements of opinion from the early beginnings of work with children to the present day:

- a) to provide recreation.
- b) to help the under-privileged.
- c) to supply moral uplift.
- d) to educate.
- e) to prepare for citizenship.
- f) to bring about the enjoyment of literature as art.
- g) to develop the individual child as an individual.
- h) to improve adult use of the library.
- i) to provide a laboratory for the study of children's books and of the ways of children with books.
- j) to provide a reading center for children.

On the basis of these objectives some public libraries instituted direct service to the public schools and to children through the schools--this, of course, in addition to the usual

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<sup>1</sup>Based on the 1930 census report of the number of children between the ages of five and fourteen who were living in the city or county concerned.

service offered all children at the public library. However, at the present time, some libraries offer practically no service directly to the schools or to children through the schools.

4. While emphasis on public library work with children varies greatly from one library to another, and while the objectives and boundaries for the work often cannot be stated, no library, apparently, has seriously considered abandoning all service to juvenile readers.

The suggestion that all library work with children be turned over to the school libraries has been made in print only a few times. The only plea in favor of the idea was made in answer to an assignment, under duress as it were. Even so the response to the argument seems to have been heated.<sup>2</sup>

At the present time it is unlikely that any public library would be willing to abandon its service to children even though the assumptions on which the service is based have not been proved.<sup>3</sup> At the present time, also, it is unlikely that the school libraries of any city are capable of assuming the work which would be theirs if public library service were to be denied to children.

### 3. Trends in Service

5. The public library's service to intermediates seems to be growing in importance. Service to parents and to pre-school children is claiming an increasing share of the attention of the children's department in some libraries.

In pursuance of their work with children, public libraries within their own buildings offer service to three groups of patrons: children, intermediates, and adults. Service to children is the oldest and the basis of work with the other two groups. Some public libraries report that the volume of their work with children has declined since public school libraries have developed. Some of these libraries are, therefore, giving more emphasis to their work with intermediates and with parents. Thus far, work with intermediates is not of great importance. That is, the

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<sup>2</sup> Nell Unger, "Shall We Surrender?" California University, School of Librarianship, Proceedings of the Institute on Library Work with Children . . . . Held June 15-17, 1939 . . . . (Berkeley: School of Librarianship, University of California, 1939), pp. 132-44. Cf.: M. V. Girdner, "Looking Both Ways," ibid., pp. 145-53.

<sup>3</sup> For an excellent discussion of some problems facing the children's librarian and her response to them see Ralph Munn, "The Social Significance of Library Work with Children," Library Journal, LV (1930), 633-40.



number of young people reached by special service is relatively small. Special service to parents and pre-school children is receiving more attention.

6. The public library has developed various methods of giving special service to the public school personnel through the years. Some of the earlier, first-used methods of distributing books in the schools are gradually being abandoned.

Some of the most-used methods of distributing public library books to the school personnel have included the following: (a) teacher charges on student cards, (b) delivery stations in school buildings, (c) special teachers' cards, (d) short-time loans and reference work, (e) classroom library service (f) deposits in schools and long-time loans, (g) public library branches in school buildings, (h) school library branches, and (i) teachers' rooms.

In only one city of the forty-two are teachers today collecting their students' library cards, taking them to the public library regularly and charging books on them for their students. It would seem that this method has been discarded.

Delivery stations to which the pupil brought his request and his library card and from which he later received the desired book, also survive in only one of the forty-two cities--St. Louis. Once a popular method of book distribution, the delivery station seems to be disappearing. It is, of course, possible that drastic changes in our living conditions could revive it as a method of book distribution.

Special teachers' cards on which teachers charged a goodly number of books for their students have been issued by many libraries in the past. As school library service, or even deposit station service develops within the schools, it seems unlikely that special teachers' cards can be justified. When an organized unit for book service exists within the school, requests for books for school use should clear through this unit.

7. Short-time loan and reference service given to the schools by the public library might well be expected to spread and to increase since its value in proportion to its cost is probably greater than the value of other types of service given the schools by the public library.

This is a type of service which can be expected to develop as school libraries increase in number and as school library work becomes better organized. The advantages of co-operation between libraries in the same area are admitted. The school li-

brary is simply a smaller library in a free educational institution.

8. The classroom library is the most universal type of public library service to public schools and is found in three-fourths of the cities studied. But the classroom library represents only a temporary state in a changing form of service.

9. A steady evolution in the form and quality of public library service to schools is clearly evident: from classroom library to centralized deposits to full-fledged school libraries. The ultimate development of public library service is the complete school library, designed for service to school children only. Neither the public library nor the public school is likely to be more than temporarily satisfied with any less complete type of service than this.

Public library service to schools, mentioned without qualification, means to many librarians but one type of service--classroom library service. At some time in their history, all but two of the forty-two libraries have sent classroom libraries into the schools. Today one public library reports a circulation of almost one million volumes in one year from classroom libraries. It is easy to understand how such a circulation can constitute as much as one-half of the total annual circulation of the public library. However, two of the libraries have recently sent deposit collections into schools they had previously served with classroom libraries. The gain in circulation from books in a central deposit collection over the circulation from the same books in classroom libraries was, to these libraries, an excellent argument for expanding their system of deposits.

Almost one-half of the forty-two libraries have already placed deposits of books in the public schools for distribution. Some deposits may be used by the school population only; others are used by the general public as well as by the school population. Some deposits can compare favorably with sub-branches as regards book collection, hours of opening, and service available. And deposits, of course, can easily grow into branches or into school libraries.

10. The number of branch libraries for the service of the general public in school buildings in the forty-two library systems is very small in proportion to the total number of public branches. In the forty-two systems there are fifty-seven branches and sub-branches in school buildings out of a total of 1,078 branches in all the cities. Sixteen of the forty-two library systems have one or more branches in schools, but only two cities have a majority of their branches in schools. Judged by totals alone, the problem of public library branches housed in school buildings is not important.



The public library branch housed in a school building is sometimes referred to as the "Kansas City idea" because Kansas City espoused the idea to the extent of locating eleven of its fifteen branches in public school buildings. Nine of the sixteen branches in Dayton are in school buildings. At some time in their history at least one-half of all the forty-two libraries have experimented with the school branch. Today, however, in only eleven of the sixteen cities is the school-housed branch an important type of agency, for in five of the sixteen cities only one branch is located in a school.

11. In general, the opinion of library administrators regarding the success of public branches housed in school buildings is somewhat unfavorable, although this opinion may be caused by administrative and other difficulties which might be adjusted. There is no indication that the number of these branches is likely to increase in proportion to the total number of public library branches.

Both librarians and the general public have been led to favor the idea of the public library branch housed in a school building by the argument of economy. This argument has, thus far, not been proved, and it is denied by some chief librarians who have administered such branches.

The effectiveness of the service offered the general public in school-housed branches has been questioned.<sup>4</sup> The effectiveness of the service offered the school personnel by the same branches has, apparently, not been questioned. As far as the investigator knows, no attempt has been made to evaluate the school library service provided by these branches. As a matter of fact not all of these branches attempt to serve as school libraries. In some instances a school library is also provided by the school and under the same roof with the public library branch.

Two library systems which administer school-housed branches to their own satisfaction are St. Louis and Providence. The branches in St. Louis are apparently successful public library branches with as large a proportion of adult circulation as their other public branches.

12. Only a small minority of the forty-two libraries supervise school library branches, open only to the school personnel. In other words, a very substantial majority of the school libraries in major American cities is administered by

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<sup>4</sup>J. E. Wert, "The Effectiveness of the Public-School-Housed Library Branch," Library Quarterly, VII (1937), 537-45.

the public school systems rather than by public library systems. Already the existence of two parallel systems of library service to children is an accomplished fact.

Only one-fourth of the public libraries supervise school library branches. Only one-tenth of the public libraries supervise all organized school libraries in the cities concerned. The trend seems to be for the discontinuance of public library supervision of school libraries.

13. One type of service to school teachers and administrators established by seventeen of the forty-two public libraries is the teachers' room. Of these rooms one-third are called parent-teacher rooms. (Special organized service for teachers is older than such service for parents.)

#### 4. Organization

First, a definition of administrative organization as the term is used in this discussion should be pertinent:

"Administrative organization, as related to the structure of a social institution, may be defined as the arrangement of the personnel for the accomplishment of the objectives for which the institution exists. It includes the division into groups of all those activities necessary to achieve the desired objectives and the allocation of such activities to individuals."<sup>5</sup>

Further, the purpose of this administrative organization should be clearly understood:

"In every case, however, the purpose of administrative organization is to secure efficiency in the accomplishment of institutional objectives.

Efficiency becomes the criterion for determining the number of groups, the personnel in each group, and the specific group objectives. Efficiency requires that individuals and groups be assigned functions and responsibilities in such manner as to secure the desired objectives with a minimum of wasted time and energy and with the highest degree of satisfaction, both to the personnel within the organization and to persons for whom the function is performed."<sup>6</sup>

14. In the actual formation of administrative organization for service to public school children, serious difficulties are often encountered which prevent the logical development of departmentation. In a number of cities, reorganization seems clearly desirable.

Four factors which impede the development of an efficient library administration are: appropriations, building, staff, and

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<sup>5</sup>F. W. Reeves, "Some General Principles of Administrative Organization," Current Issues in Library Administration, ed. by C. B. Joeckel (Chicago: University of Chicago Press, 1939), p. 3.

<sup>6</sup>Ibid., p. 4.



the institution as a whole.<sup>7</sup>

Appropriations seem never quite large enough to support the work attempted. Makeshift organization often results. Units which are not closely related in function may be combined to save the expense of an additional supervisor. Because of inadequate appropriations, some administrators carry far more work than is warranted. Their span of control is too large. Planning is, by necessity, largely eliminated, and their time must be devoted to seeing the day's work through. When salaries are low, the most efficient personnel may not be secured, and that which is most efficient may be overworked and may have too little time for self-development. Low salaries have also been accompanied, sometimes, by the necessity which keeps staff members at work after a proper age for retirement is reached.

The main library building is responsible for some unusual combinations of functions within a department. It sometimes determines the placement of the supervision of work. Because one type of work must be carried on within the room where another type is administered, or even next door to it, both types of work may then be supervised by the same assistant. Unusual combinations of functions within units, established at first because of an outgrown makeshift building, are sometimes perpetuated within a new building. On the other hand, the Toledo Public Library, for which a new building was in process of erection, declined to indicate the supervision of several units until the work is adjusted within the new building.

The staff itself is difficult to mold into an efficient organization. The staff may be too small, the training of some senior members may be inadequate, abilities and interests of individuals sometimes occur in unusual combinations.<sup>8</sup> It is diffi-

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<sup>7</sup>Cf.: "It is difficult to build up a sound and flexible organization in the face of inadequate appropriations, roots already established and necessary consideration of personal factors" (C. W. Herbert, Personnel Administration in Public Libraries [Chicago: American Library Association, 1939], p. 3).

<sup>8</sup>See M. E. Dimock, "The Place of Organization in Institutional Development," Current Issues in Library Administration, ed. by C. B. Joeckel (Chicago: University of Chicago Press, 1939), p. 88. "The organization should be constructed around the main functions of the enterprise, and not around the personality and special abilities of single persons; but the individual capabilities and interests of executives should be considered in assigning

cult to assign some specialized work which requires only the part time of one person.<sup>9</sup> Most people have personal likes and dislikes. Because of personal dislikes, departments which should co-operate closely are sometimes opposed in policy and method. On the other hand, although an organization chart may indicate no co-ordination between two units, there may be, through personal initiative, the closest co-ordination. Because of lack of harmony between two strong ambitious staff members, two departments may spring up where one had previously existed. The predilections and abilities of the chief librarian and the personnel director are, of course, a very important part of the factor included under the general term of staff. So important are they, in fact, that it might perhaps have been better to list them under a separate heading, leadership.

The institution as a whole is far more than the sum of staff, building, and appropriations. History, tradition, precedent, and prejudice are also involved. There is the strength of what has been done. This will not be ignored by a conservative profession. If one unit started as an independent entity, it is difficult to subordinate it. If a particular function is once assumed by a department that department may not wish to relinquish it. Systems of administration can, it seems, literally grow out of the institution. Without planning, or even counter to planning, they can evolve from accident, convenience, or expediency.

So it seems that the library's organization is not always determined by the reasoned, considered judgment of a well-informed administrator. Organization is, to some extent, governed by forces outside the institution itself, is often dictated by economy, sometimes shaped by the physical plan of the main library building, is occasionally obstructed by staff incompetence and dislikes, and retarded by tradition.<sup>10</sup> The forty-two public li-

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functions to them; using care, however, that no accidental interest or ability leads to an unmanageable structure whose weaknesses will be greatly aggravated when the executive changes positions or is lost to the enterprise."

<sup>9</sup>For example, the supervision of school library branches in Memphis was being carried by the supervisor of Shelby County libraries. Since this study was made the Library has ceased to supervise the Memphis school libraries.

<sup>10</sup>This conclusion is not based on theory, but on comments made, principally by chief librarians, in explanation of the or-



braries here studied have been growing for from thirty to ninety years, and during that time the administrative organization of each one has been exposed to the many forces which impede the growth of an efficient organization.

These general factors which operate to hinder the development of an efficient library organization, affect the organization for work with children and schools from two points of view. First, they affect the growth of the administrative organization for this work just as they do that for the library as a whole. Second, the fitting of the organization for work with children and schools into this general library organization has not been an easy problem because the general organization has been determined, to some extent, by expediency rather than by careful and considered planning.

The factors which specifically complicate work with children and schools have to do largely with the nature of the work itself. Work with children involves children on both sides of the traditional line which, on the basis of age, separates work with children from work with adults. Since children's librarians have been differentiated from librarians who work with adults, since specialized training for library work with children has been offered by library schools, and since literature for children has grown so large, the line between work with adults and work with children has been more sharply drawn. Thus, specialization has tended to set work with children apart from the rest of the library's work. And now, within the library, a new group has been delimited and called intermediates. The question of whether this group belongs on the children's side or on the adult side of the dividing line is not definitely settled.

Work with schools may involve children classified by the public library as children, and also those considered adults under library rules. Moreover, work with schools involves an institution other than the library. Work with children, perhaps,

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ganization of their own libraries. In four libraries the explanation was made that "the work belongs in Department A, but the supervisor of that Department is not qualified to carry it; so the work was assigned to Department B." Comments similar to the following were also made: "The work has always been organized this way; is it any different from its organization in other libraries?" "The work had to be assigned to two departments where it does not belong until there is money enough to staff a division for it."

can be successfully carried into the schools without any profound knowledge of the modern schools. But school library service cannot be successfully administered by the public library unless the administrator has first, and most important, a clear understanding of the objectives and methods of modern education, and, second, unless he acquires a close acquaintance with the individual school system, and with its administrators and teachers. Teachers cannot adequately be served in the teachers' room unless the assistant in charge of the room also has this specialized knowledge. Thus, work with schools, as well as work with children, requires specialized knowledge and experience. The training of a children's librarian does not necessarily impart this specialized knowledge of education and of school library service.

The functions performed in carrying on work with children are not identical with those performed in work with schools. Book collections used in children's rooms and those used in work with schools differ in emphasis if not largely in composition. Technical processes involved in preparing books for use in the public library and for use in the schools are not always identical. The children served are the same children in any case, but what is offered the children varies in purpose and in emphasis. Work with children and work with schools are both widespread geographically, and not limited to the main library building. Work administered in the teachers' and parents' room is closely related to that of the children's room and the school department, yet it differs from both in clientele, book collections, and service rendered. Thus, the likenesses as well as the differences inherent in those two forms of work with school-age children--work with children and work with schools--have made the organization of the work difficult.

15. Public library service to children and schools is organized largely on the basis of persons served, but the grouping of activities in the performance of the work is also based on functions and on territory.

Public library users are very familiar with the three sets of words: juvenile and adult; fiction and non-fiction; circulation and reference. All public libraries make some distinction between juvenile and adult borrowers; most libraries distinguish between juvenile and adult books, juvenile and adult registration. The difficulty experienced in setting age limits for children served through public library agencies and schools



has been discussed previously. In spite of those difficulties the most satisfactory basis for the organization of work with children and schools seems to be that of persons served. Division of work on the basis of function or of homogeneity of activities, instead of on the basis of persons served, is perhaps responsible for the placement of some aspects of work with children and schools in the extension departments and of work with intermediates under readers' advisors and in circulation departments.<sup>11</sup> Difficulties which arise from the division of work on the basis of function are due somewhat to the specialization which has come to characterize work with children and schools. When the work is both administered and supervised on the basis of function, it may happen that it is supervised by an assistant with no qualifications for the work, or interest in it.<sup>12</sup> Uninterested supervision seems less likely to occur when the division of service has been made on the basis of persons served.<sup>13</sup>

An example of division of activity on the bases, first of function and then of persons served, is to be found in the Jersey City Free Public Library. All reference work is supervised by the reference department. The children's reference room is next door to the children's circulation room, but has no formal connection with it. The only function of the children's room proper is the circulation of books to children.

Grouping of activities by territory is to be observed in

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<sup>11</sup>From one point of view, work with children through the extension department represents organization of work on the basis of territory; but from another point of view, the activities carried on and the functions performed in the work differ from those carried on through other agencies.

<sup>12</sup>In one library the investigator interviewed the supervisor of an independent unit which circulated more juvenile books than adult. No assistant in the unit was a children's librarian, by training or by previous experience. The supervisor volunteered the comment that he had no interest whatever in juvenile books or work with children; but, since it was necessary for him to buy their books and supervise work with them, he did so. The existence of a similar situation cannot, however, be assumed in all departments that administer work with children without supervision from the children's department. For example, the head of the extension department in Philadelphia is a children's librarian.

<sup>13</sup>Work with children, carried on in Dayton by the book-mobile, is a separate unit administratively, as is also work with children through the extension departments in Jersey City and Philadelphia.

library systems in which children's work in the branches is virtually independent of the work in the main library. In this situation, there may be a supervisor of children's work in the branches as there is in Chicago, Los Angeles, and Oakland. The supervisor of branches may himself be directly responsible for the planning and execution of both juvenile and adult work, as is true in New Orleans and Columbus. Each individual branch librarian may supervise all work in his own library, and may be responsible only to the chief librarian for the performance of his duties, as is true in Jersey City and Dayton. The supervisor of the children's department may, by giving advice alone to all those who supervise children, exercise a slight though none the less real oversight for work with children through all the library's agencies. In such cases, the actual supervision of the work may be carried by the branch department, or by the individual branch librarians who report directly to the chief librarian. Syracuse, Buffalo, Memphis, and San Antonio are library systems in which the supervisor of the children's department gives only advice to those who administer work with children in agencies outside the main library.

16. Organization patterns in public library service to children and schools are not yet standardized and vary greatly from city to city.

a. Public library service to children is commonly carried on under the general direction of a responsible supervisor, although the degree of authority of this officer over the service in local units varies greatly and is often not clearly defined. The existence of a children's department is, therefore, usual in the libraries studied.

b. If work with intermediates is excluded, work directly with children is centralized under one supervisor in three-fourths of the forty-two cities.

c. Organization of work with intermediates is in the experimental stage and has not yet found the organizational niche in which it can most effectively be administered.

What constitutes supervision of work with children may well be asked. It is possible to discover in a few library reports a statement of the supervision exercised by the supervisor of work with children, but even from such statements it is not possible to define exactly the limits of that supervision. Perhaps these limits are never quite the same from one year to another in the same system.<sup>14</sup>

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<sup>14</sup>For example: "The children's librarian at the Central Library is also responsible for all work with the children of the entire library system, such as selecting the books that may be purchased in the various branches, and unifying the details of

In a few libraries, the supervisor of work with children, in connection with that work, takes the entire responsibility for the selection, training, and shifting of personnel; for work schedules and substitutes for children's work in the various agencies; for the apportionment of book funds, and for book selection and book expenditures; for policy; for routines and execution of the work. Supervision, as it is practiced by the forty-two public libraries, ranges from this extreme control over work with children to the giving of advice alone. The latter practice is more in line with the interpretation of the function of supervision as it is construed by the public schools. That is, supervision is a word applied to staff positions in the schools rather than to line positions, although occasionally supervisors seem to have a few executive duties.

In contrast with the library systems in which rather rigid supervision over work with children is exercised by the director of the service, are the systems in which there is little centralization of the work. The problem faced in these systems is one of co-ordination: how can the necessary co-ordination be obtained without centralization? One solution of the problem of co-ordination with administrative centralization is the committee.<sup>15</sup> In the Milwaukee Public Library, a committee of librarians who work with children select the children's books for branch purchase. A committee in the Syracuse Public Library has the same function. Whether obtained through an individual or a committee, some co-ordination of work with children seems essential to efficient service within any large public library system. Obvious provision for such co-ordination seems lacking in a few systems. This is apparently true in the extreme in Jersey City and Dayton, and true to a lesser degree in four or five other libraries.

In thirty of the forty-two public libraries, the supervision of work with children throughout the entire library is centralized in one officer. In the other twelve libraries from

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the service generally" (Birmingham Public Library, Report for the Three Fiscal Years Ending August 31, 1937, 1935-1936-1937, p. 13).

<sup>15</sup>The supervisor himself, in some libraries, acts as the leader and co-ordinator for his own staff; and much of the work associated with his office is the work of his committees under his leadership.



two to five officers independently supervise work with children. In ten of these twelve cities, supervision of the children's room in the main library is separated from the supervision of the same work in the branches. In at least four cities, the officer who supervises work with children in the branch libraries does not supervise the same work through the smaller agencies--deposit stations and bookmobiles. Examples of centralized departments for work with children are those in the Akron, Boston, Cleveland, Detroit, Indianapolis, Providence, and St. Paul public libraries. Examples of libraries in which more than one officer is in charge of work with children include the Chicago, Los Angeles, Milwaukee, Oakland, Philadelphia, and Syracuse libraries.

Work with intermediates in main libraries is sometimes organized into separate and independent departments. It is organized as a unit of other departments, and in some libraries it has been accorded no recognition as a separate unit in the library's organization. The departments which supervise work with intermediates in main libraries are the circulation department, the schools department, the children's department, and the adult education department. In Indianapolis the work is a part of the circulation department; in New York it is performed under the supervision of the Schools Department; in Washington it is supervised by the children's department; in Los Angeles by the Adult Education Department. In St. Paul a separate independent department administers the work.

17. Within the public library various patterns for the organization of service directly to or through the public schools may be distinguished.

a. In about half of the public libraries the administration of work with schools is centralized or consolidated in one agency. In the other libraries the work is administered by more than one agency within the library.

b. The unit or units within the public library which administer work with schools may be independent units reporting directly to the head librarian, or they may be subordinate units with their own personnel but with supervisors who report not to the head librarian but to the head of another unit. In about one-fourth of the libraries, the schools department is organized as an independent unit reporting directly to the chief librarian.

c. In about one-third of the libraries, work with schools is carried on within some other department and administered without separate staff or supervisor. This might be called administration by a dual-purpose unit.

Almost one-fourth of the public libraries carry on little or no work with the schools and their provision for its adminis-

tration may be disregarded here. Eleven libraries have separately organized and independent school departments, but the functions of these departments are very dissimilar. Such departments are found in the public libraries of Pittsburgh, Portland, Cleveland, Detroit, and New York.

Of the ten libraries in which work with schools is administered directly by the children's department, three have so named the department that its dual purpose is apparent. These three libraries are Louisville, Memphis, and Newark. In the five additional libraries some department other than children's or schools administers work with schools. Often this is the extension department. However, St. Louis with its Stations and Traveling Library Department is probably the best known example of this group. Finally, the seven libraries in which a separately organized and staffed but not independent unit administers work with schools includes such libraries as Seattle, Minneapolis, Boston, Indianapolis, and Rochester.

The school departments of the Cleveland Public Library and the Detroit Public Library are examples of the independent unit type of administration and also of the consolidation of administration of work with schools in one unit. Cleveland, of course, administers many types of service to schools; Detroit gives relatively few types of service to schools. Indianapolis and Jersey City are examples of nonconsolidated types of administration.

18. In less than one-fourth of the forty-two libraries is all of the public library's service to both children and schools centralized in one department.

Newark, Seattle, Washington, and Rochester are good examples of libraries which have centralized their work with children whether through the schools or through the public library's own agencies. Jersey City and Dayton are examples of cities in which the public library's effort to serve children in the schools and in the library are scattered and diffused.

Table 25 is presented as a final summary of the administrative organization of work with children and schools within the forty-two libraries. For each library it indicates the independent units which supervise work with school-age children, excluding, of course, all those general units which serve any member of the public, and also those units which administer public library branches or deposits in school buildings which are open for the

use of the general public.

Also as examples of library organization, ten organization charts are included in Appendix C. The charts are included for two purposes: principally, to show the place of the units for work with children and schools within the general library organization, but also to summarize for a few systems the organization of work with school-age children. Various types of organization, both centralized and diffused, are presented. The charts were chosen as examples of present practice, and not as models for either praise or blame. In most cases they were adapted from a chart made by the library itself. No attempt has been made to unify the slightly different systems of graphic representation used. Heavy lines have been drawn about the units which administer work with children and schools.

The location of the unit for work with intermediates in the Los Angeles, Cleveland, Indianapolis, and St. Paul libraries should be observed on the charts for those libraries. The location of the teachers' room in the Los Angeles, Queens Borough, Boston, and Indianapolis libraries should be compared. The centralization of all work with children and schools in the Washington, D.C., public library may be contrasted with the administration of the work in the Indianapolis Public Library. For Rochester is presented, not a chart for the library but one for the Department of Work with Children. This chart shows the detailed organization of a department for the administration of all work with children and schools, except work with intermediates. This department also, incidentally, exemplifies the combination of functions which may be allotted to a single department.

19. When all the library service available to public school children, whether in the public schools, or in the public library is considered in each of the forty-two cities, three types of administration may be distinguished:

a. The consolidated type, in which all, or substantially all, library service available to the children through the schools or through the library is administered by the public library.

b. The partially-consolidated type, in which the public library--in addition, of course, to service from its own units--administers a part of the library service offered children from units located in the public schools.

c. The separate service type in which the public library administers service from its own buildings only and the public schools administer all service available to their pupils in school buildings.

If the administration of library service to public school





TABLE 25

LIBRARY UNITS WHICH SUPERVISE WORK WITH CHILDREN  
AND SCHOOLS IN THE FORTY-TWO PUBLIC LIBRARIES<sup>a</sup>

| Libraries <sup>c</sup> | Independent Units Which Supervise Work<br>with Children and Schools <sup>b</sup> |                                    |                                            |                            |                                           |
|------------------------|----------------------------------------------------------------------------------|------------------------------------|--------------------------------------------|----------------------------|-------------------------------------------|
|                        | Central<br>Chil-<br>dren's<br>Room                                               | Chil-<br>dren's<br>Depart-<br>ment | Children's<br>and<br>Schools<br>Department | Schools<br>Depart-<br>ment | Separate<br>School<br>Library<br>Branches |
| New York Public.....   | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Chicago.....           | X                                                                                | .....                              | .....                                      | X                          | .....                                     |
| Brooklyn.....          | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Philadelphia.....      | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Detroit.....           | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Los Angeles.....       | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| Queens Borough.....    | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Cleveland.....         | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| St. Louis.....         | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Boston.....            | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Pittsburgh.....        | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| San Francisco.....     | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Milwaukee.....         | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| Buffalo.....           | X                                                                                | .....                              | .....                                      | X                          | .....                                     |
| Washington.....        | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Minneapolis.....       | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| New Orleans.....       | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| Cincinnati.....        | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Newark.....            | .....                                                                            | .....                              | X                                          | .....                      | .....                                     |
| Kansas City.....       | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Seattle.....           | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Indianapolis.....      | .....                                                                            | X                                  | .....                                      | .....                      | X                                         |
| Rochester.....         | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Jersey City.....       | X                                                                                | .....                              | .....                                      | .....                      | X                                         |
| Louisville.....        | .....                                                                            | .....                              | X                                          | .....                      | .....                                     |
| Portland.....          | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Houston.....           | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Columbus.....          | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| Toledo.....            | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Denver.....            | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Oakland.....           | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| St. Paul.....          | .....                                                                            | X                                  | .....                                      | X                          | .....                                     |
| Dallas.....            | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Atlanta.....           | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Birmingham.....        | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Akron.....             | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Memphis.....           | .....                                                                            | .....                              | X                                          | .....                      | .....                                     |
| Providence.....        | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| San Antonio.....       | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Omaha.....             | .....                                                                            | X                                  | .....                                      | .....                      | .....                                     |
| Syracuse.....          | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |
| Dayton.....            | X                                                                                | .....                              | .....                                      | .....                      | .....                                     |

TABLE 25--Continued

| Independent Units Which Supervise Work<br>with Children and Schools <sup>b</sup> |                                           |                                   |                                     |                                   |                                                  |                        |                |
|----------------------------------------------------------------------------------|-------------------------------------------|-----------------------------------|-------------------------------------|-----------------------------------|--------------------------------------------------|------------------------|----------------|
| Branch<br>Depart-<br>ment                                                        | Separate<br>Public<br>Library<br>Branches | Exten-<br>sion<br>Depart-<br>ment | Circu-<br>lation<br>Depart-<br>ment | Refer-<br>ence<br>Depart-<br>ment | Intermedi-<br>ate Room<br>or School<br>Reference | Teach-<br>ers'<br>Room | Other<br>Units |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | x                                 | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | x              |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | x              |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | x                                 | .....                                            | .....                  | x              |
| .....                                                                            | .....                                     | .....                             | x                                   | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | x                                 | .....                               | .....                             | x                                                | .....                  | .....          |
| .....                                                                            | .....                                     | x                                 | .....                               | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | x                      | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | x                      | .....          |
| .....                                                                            | .....                                     | .....                             | x                                   | .....                             | .....                                            | x                      | .....          |
| .....                                                                            | x                                         | x                                 | .....                               | x                                 | .....                                            | .....                  | x              |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | x                                   | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | x                                                | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | x                                   | .....                             | .....                                            | .....                  | .....          |
| x                                                                                | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | x              |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | x                                         | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | .....                                     | .....                             | .....                               | .....                             | .....                                            | .....                  | .....          |
| .....                                                                            | x                                         | x                                 | .....                               | .....                             | .....                                            | .....                  | x              |
| .....                                                                            | x                                         | .....                             | .....                               | .....                             | x                                                | .....                  | x              |

<sup>a</sup>Compiled from data collected by the investigator.

<sup>b</sup>Independent means the head of the unit reports directly to the chief librarian. Work with intermediates is included. Public library agencies open to the general public but housed in school buildings are omitted.

<sup>c</sup>Libraries are arranged in descending order of the city's population.



children in each of the forty-two cities were to be assigned to one of the three classes listed above, the assignment of many cities would be decided by the interpretation of the word administer. Roughly speaking, the library service offered by four cities--Cleveland, Jersey City, Pittsburgh, and Portland--can be classified as the consolidated type. Roughly speaking again, the service found in nine cities might properly be assigned to the third classification--the separate service type. Columbus and Omaha represent good examples of this type. The remaining twenty-nine cities should be assigned to the middle group, for in them the public library participates in the library service offered to children within the public schools.

In most cities there is no close co-ordination between public library service to the schools and library service administered by the board of education. There seems to be within most cities no clear-cut line between the service the schools themselves are giving and that which the public library is giving to the schools.

20. Regardless of the type of organization adopted, co-operation between all agencies engaged in service to children and schools is essential. This is particularly true in relations between the children's department and intermediate department or agency, and also in relations between the school department and the intermediate department.

The committee on elementary school libraries of the National Education Association recommended in 1915 that in cities under 250,000 population work with schools should be administered by a separate supervisor, but in larger cities, there should be created for the administration of the work, a separate department under the chief librarian, a division of the children's department of the library, or a division of the extension department.<sup>16</sup> A recent survey of a public library system recommended that a division for the administration of work with schools should be established in a branch department.<sup>17</sup> This investigator would advance the following plan.

If work with schools is to include supervision of school library branches, it is recommended that a separate independent

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<sup>16</sup>National Education Association, Journal of Proceedings and Addresses, 1915, pp. 1073-75.

<sup>17</sup>Cincinnati, Bureau of Governmental Research, The Public Library of Cincinnati, Report No. 73 (Cincinnati: Cincinnati Bureau of Governmental Research, 1938), pp. 73-74.

school department reporting directly to the head librarian be established for the purpose of supervision and--in so far as feasible--of administering all work with schools. While school library service is related to public library work with children, it is not identical with it in functions or in objectives. Very close co-ordination between the two should exist in any library.

If work with schools does not include supervision of school library branches, it is recommended that provision be made at least for some ranking staff member to serve as the co-ordinator for work with schools, and as the assistant to whom teachers and school administrators may be directed for conference over matters not sufficiently important to be referred to the chief librarian. This recommendation seems to be fulfilled most happily in several ways: in Newark through the head of the Education and Children's Department; in St. Paul through the chief of the Schools Division; in Minneapolis through the director of children's work. It is recommended that this minimum provision be made even in those libraries which carry on no formal work with schools. The work of this co-ordinator for work with schools should not be limited to the elementary grades.

The public library which administers public library branches in school buildings should answer the question fairly as to whether it seriously intends its public branches to serve as school libraries as well as public libraries. If they are to serve as school libraries, and if there are to be many such branches, an assistant should be responsible for developing and evaluating the school library service given by the branches. If there is a central school department, this assistant might well be on its departmental staff, or if there is no school department, he might be attached to the branch department. Such a person should be familiar with the best school library practices and methods, should be in sympathy with the aims of modern education, and should work closely with the schools. He might well serve as the co-ordinator of work with schools for the library system.

Further it is urged that children's librarians and all librarians who work with schools become more actively interested in administrative problems, theories, and practices. It is suggested that they consider carefully the interrelations of their own work with that of the schools and the adult department of the library.

Finally, it is suggested that if close co-ordination of all work with children is to be secured, its realization will be achieved much more quickly in some systems by a reorganization of the units which serve children and schools.

### 5. Personnel

21. Children's librarians and their supervisors show a surprising lack of formal training.

This is probably due as much to lack of faith in formal training for the children's librarian as to low salaries. The emphasis of leaders in work with children has never been on formal training but on personality.

22. In too few cities is it possible, from the point of view of salary, to build a career within the children's department because the top salary is too close to the beginning salary.

Salaries paid children's librarians, moreover, do not correspond closely with the formal training they have had.

### 6. Questions for Further Study

The present study has been primarily a description and analysis of present conditions. No study of the same area can aspire to be much more than descriptive and analytical until many smaller areas have been explored and many present-day beliefs have been critically examined. A few of the areas which need exploration and a few of the beliefs which should be subjected to examination are listed here. The list is selective; no attempt has been made to present an inclusive list of unsolved problems closely related to the administration of public library service to public school children.

One claim made by the public library for years should be proved or disproved. This is the claim that adult use of the public library depends directly on the child's use of the public library. In other words, the best way to increase adult use of the library is to increase juvenile use of the public library.

The public library looks upon the school library as a rival for the time and attention of the child. Some librarians say that the child who has access to the school library will use the public library much less than the child who has no access to a school library. The degree of truth in this belief should be ascertained if possible.



Over a period of years the various agencies used by the public library for the distribution of books to children--delivery stations, deposits, sub-branches, branches, bookmobile, main children's rooms--have shifted in importance as agencies for reaching the child. A study of this shifting and reasons for it in several cities should prove helpful to the library which is faced with a decline in juvenile circulation. Some libraries are again emphasizing smaller neighborhood agencies as units for the distribution of books to children.

A study of the actual influence of the public school on the child's use of the public library would seem desirable in the face of the use the child is making of the children's room according to reports of some children's librarians. If not the public school, perhaps changes in community life, and interests are responsible for the changes in what the child asks from the public library.

The public library might very wisely scrutinize its objectives for serving children and seek to restate the objectives which apply to its present work.

Detailed studies of the cost of library service to children should be made in a number of cities. These studies should cover the cost of library service given by both the public library and by the public schools. Only from such studies can we have a basis for judging the total cost of library service to public school children as that cost is paid by the tax payer.

Case studies of school-housed public library branches are needed as long as new branches are being located in school buildings. The cost and efficiency of such branches should be compared with the cost and efficiency of independent public library branches. Also case studies of the cost and efficiency of school library service from such branches should be made. Whether or not these branches can serve successfully as school libraries should be known.

An experiment, accompanied by a careful study, might well be made in a smaller city to find out whether or not it would be possible to discontinue public library service to children and turn over to the schools the entire responsibility for such service. Certainly, much better school library service than is available at present would have to be developed, but it seems possible that it could, eventually, be done. Such an experiment

would have to be continued for several years, of course, and the results obtained would need to be compared with the results obtained in similar cities where dual service was given.

The supervisor of work with children in the Washington public library has published a forty-one page discussion of the organization of her own department.<sup>18</sup> It is to be regretted that similar published analyses of the organization of work with children in other of our public libraries are not available. In a time like the present when the future of public library work with children is sometimes questioned, a careful, thoughtful analysis of the philosophy, objectives, organization, and methods for work with children in such public libraries as Detroit, Cleveland, and New York, and in smaller cities such as Akron, Toledo, and Birmingham should help to clarify the subject. Children's librarians have written of their experiences with children and books, and especially of literature for children. After seventy years of growth, it seems that enough background should have been developed to merit exhaustive studies of work with children in a few cities which are offering children outstanding service.

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<sup>18</sup>L. P. Latimer, The Organization and Philosophy of the Children's Department of One Public Library ("Useful Reference Series," No. 55; Boston: F. W. Faxon Company, 1935).















